

SOUTH CAMBRIDGESHIRE DISTRICT COUNCIL

REPORT TO: Council
AUTHOR: Director of Development Services

15th April 2005

SOUTH CAMBRIDGESHIRE LOCAL DEVELOPMENT FRAMEWORK: CAMBRIDGE EAST AREA ACTION PLAN: DRAFT PLAN

Purpose

1. This meeting is a working meeting to consider the emerging content of the draft Cambridge East Area Action Plan. A final version will be brought back to Members at the Council meeting of 9th May, to determine the plan for publication. Members are reminded to bring to the meeting the Cambridge East Preferred Options Report and the Sustainability Appraisal Scoping Report, both published in October 2004.

Effect on Corporate Objectives

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| 2. | High quality, accessible, value for money services | <ul style="list-style-type: none">• Assist the Council's objectives to deliver quality accessible development in the district• Include the provision of affordable housing and the effective delivery of sustainable development at Cambridge East and development of sustainable communities• Assist the delivery of the Community Strategy• Be used by Cambridgeshire Horizons (formerly the Infrastructure Partnership) to help the early and sustained development of the necessary services and infrastructure. |
| | Quality village life | |
| | A sustainable future | |
| | A better future through Partnerships | |

Background

3. The Cambridge East Area Action Plan (AAP) is being prepared jointly with Cambridge City Council as this major new urban quarter for Cambridge will include land in both Councils' areas. The Councils published the Preferred Options Report on 1st October 2004. Public participation on the matters raised took place over a six-week period ending on 12th November. A Stakeholder Workshop was held on Saturday, 29th January at Marshall's.
4. Some 5,500 representations to all the Preferred Options Reports and Studies were received in total, of which just over 1,500 related to Cambridge East.
5. The Cambridge East Joint Member Reference Group (JMRG) met on 21st February and discussed the key issues arising from public participation. The JMRG met again on 5th April to consider the emerging key chapters of the AAP. The conclusions of this last meeting will be reported orally or if possible sent out under separate, later cover.

6. Council met on 8th March to consider the results of the public participation on the Preferred Options Reports, to identify the key issues raised and determine the general approach to be taken in drafting the document to be submitted to the Secretary of State. The City Council's Environment Scrutiny Committee met on 22nd March to also consider these matters.
7. The Minutes of the meeting of Council of 8th March 2005 are attached.
8. The City Council's Environment Scrutiny Committee which met on 22nd March largely endorsed the recommended general approach to the way in which policies should be drafted but suggested that:
 - a) The AAP should stress the importance of providing for faith as this was a matter integral to community development
 - b) A limited amount of construction spoil could be used to form higher ground features provided that these would not adversely affect visual amenity or the landscape
 - c) The potential A14 access should not refer to improvements at Ditton Lane.

Considerations

9. The Draft Area Action Plan was considered by Cambridge City Council at its meeting on 12th April. The main conclusions of that meeting will be reported orally.
10. A final meeting of Council on 9th May is programmed to deal with any amendments which need to be considered as a result of any of the previous meetings (20th May has also been reserved as a fall-back position if required).

The Draft Plan

11. The Draft Plan has the following format:
 - Contents
 - Part A. Introduction
 - Part B. Vision and Development Principles
 - Part C. Site and Setting
 - C1 The Site for Cambridge East
 - C2 The Setting of Cambridge East
 - C3 Landscaping the Setting of Cambridge East
 - C4 Mitigating the Impact of Cambridge East on Existing Communities
 - Part D. The Urban Quarter at Cambridge East
 - D1 Structural Policy
 - D2 The District Centre
 - D3 Local Centres
 - D4 Housing
 - D5 Employment
 - D6 Community facilities, leisure, arts and culture including community development
 - D7 Transport
 - D8 Landscape
 - D9 Biodiversity
 - D10 Archaeology and Heritage
 - D11 Recreation

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|------------|------------|-------------------------------------|
| | D12 | Drainage and Water |
| | D13 | Telecommunications |
| | D14 | Natural Environment |
| | D15 | An Exemplar in Sustainability |
| | D16 | Waste |
| Part E. | | Delivering Cambridge East |
| | E1 | Phasing and Implementation |
| | E2 | Planning Obligations |
| | | (Glossary to follow) |
| APPENDICES | | |
| | Appendix 1 | Car Parking Standards |
| | Appendix 2 | Cycle Parking Standards |
| | Appendix 3 | Open Space and Recreation Standards |
| MAPS | | |
| | | Proposals Map |
| | | Concept Plan. |

11. Attached to this Agenda Item are the following Appendices:

- Appendix A: Draft Cambridge East Area Action Plan
- Appendix B: Draft Proposals Map
- Appendix C: Draft Concept Plan

Approach to drafting the Draft Northstowe Area Action Plan

12. Members provided a clear steer on the policy direction to be incorporated in the Area Action Plan at the Council meeting on 8th March, when considering the representations received as a result of public participation on the Preferred Options Report.
13. The Preferred Options Report focused on key issues for the Area Action Plan and issues where there were choices to be made on the policy direction. They did not cover all issues to be included in the Area Action Plan. For example, there are a number of issues that are consistent with the Structure Plan and PPGs and should be included in the Area Action Plan. In addition, any revisions to Government guidance published after the Preferred Options Reports have been prepared have been taken into account in drafting of the Area Action Plan. The Major Projects Team has also provided advise on the deliverability of policies.

Sustainability Appraisal / Strategic Environmental Assessment

14. Under the new system of plan making, a key aspect to the preparation of plans is the use of Sustainability Appraisal and Strategic Environmental Assessment (SA / SEA) to help test evolving options and policies and ensure that the most sustainable are pursued. It also provides valuable information for those considering policies through the participation process, enabling them to make an informed decision on their representations.

15. A Scoping Report was prepared by the Council, ahead of the preferred options reports to identify relevant sustainability issues in the district, develop sustainability objectives, decision-making criteria and indicators against which to test the plan. This report has already been subject to public participation at the preferred options stage, and Members agreed a set of changes to it at the Council Meeting of 20th January 2005. The Cambridge East Preferred Options report included an initial sustainability appraisal.
16. The Draft Area Action Plan will be subjected to full SA / SEA appraisal by independent consultants, following the methodology approved in the Scoping Report. The sustainability assessment will include an appraisal matrix for each policy, detailing how it scores against the sustainability objectives developed through the Scoping Report. Testing will include consideration of potential short, medium and long term effects, secondary, cumulative and synergistic effects.
17. The Final Sustainability Report (incorporating the Environmental Report required by SEA Regulations) will be a complete report, explaining the process, and also including a publicly accessible summary. This will be put before Members at the Council meeting of 9th May together when Council will be invited to agree the Area Action Plan which should go forward for publication.

The Main Points in the Draft Plan

Part A: INTRODUCTION

18. This sets out an introduction to the Area Action Plan, explaining its content, form and status, the preparation process, and links to other documents such as the Community Strategy. The Introduction also sets out the process for public involvement following submission to the Secretary of State.
19. The full extent of the Area Action Plan is set out in the Introduction which includes not just the site for building the new urban quarter but also the countryside beyond where landscaping, access, surface water drainage and other matters relating to the development and mitigation of the town will need to be planned. The Area Action Plan does not include the villages of Fen Ditton and Teversham but does include the land required for Green Separation.
20. For Northstowe, Members will recall that the Core Strategy includes policies which are also relevant to the development of the new town but they are not repeated in the Area Action Plan and a reference to those policies is often included. However, at Cambridge East this is not possible as the AAP covers parts of Cambridge City where a different plan (the Cambridge Local Plan) applies. Advice from the Government Office is that the Cambridge East AAP should include Core Strategy/City Local Plan policies as appropriate to overcome this problem and clarify which policies actually apply in the AAP without reference to other plans.

Part B: VISION AND DEVELOPMENT PRINCIPLES

21. The vision encapsulates the simple vision for the development of Cambridge East as a new urban quarter. The individual components of the vision which were listed in the

Preferred Options Report have been either included in a separate Development Principles policy in Part B for the urban quarter as a whole with those aspects of the vision which are relevant to the physical disposition of uses within the development being incorporated into a new Structural Policy in Part D. The Development Principles set out overarching principles which will be relied upon to guide the interpretation of the subsequent detailed policies and proposals.

Part C: SITE AND SETTING

22. This section defines the site for Cambridge East, including that for Phase 1 North of Newmarket Road (CE/3), the definition of new boundaries for the Cambridge Green Belt (CE/4) and the landscape strategy that is required to ensure proper treatment of the setting of the urban quarter (CE/5). The section addresses the need to retain a Green Corridor through the development linking Coldhams Common to Teversham and the open countryside, together with the land-use and landscaping approach to be taken within the Corridor and the need for Green Separation between the development and the villages of Fen Ditton and Teversham to maintain their character.

Part D: THE URBAN QUARTER

23. This is of necessity a more lengthy part of the Area Action Plan and provides objectives and policies for the development of the urban quarter as a whole.

D1 Structural Policy and Concept Plan

24. A policy (CE/7) covering the physical structure of Cambridge East which is accompanied by a Concept Plan (see Appendix C) showing the distribution of the key components of the urban quarter. These will provide the basis for subsequent masterplans required by the AAP which can be prepared by the developers of Cambridge East or by the Council to show in more detail how the principles of the Structural Policy will be interpreted for the development of the area.

D2 The District Centre

25. This policy (CE/8) locates the District Centre at the centre of the site to the south of Newmarket Road and north of the Green Corridor, provides guidance on the overall form and range of uses (retail, social and employment) and includes a requirement for a District Centre Strategy to provide guidance on the overall size of the Centre and individual units, the mix of uses, urban design principles and any measures required to provide early support for the development of the Centre, which is required to be started no later than 3 years from the beginning of the development of the Airport site. The Strategy will tie the development of key retail, services and other facilities in the Centre to stages in the development of housing.

D3 Local Centres

26. This policy (CE/9) identifies that there will be a number of Local Centres which will provide services and facilities to meet the day-to-day needs to the different parts of the quarter. These will include a primary school, small scale employment and be located on a dedicated public transport route. One of these Local Centres will be needed to serve Phase 1 North of Newmarket Road.

D4 Housing

27. The housing section includes objectives and policies which are specific to Cambridge East. CE/10 provides for between 10,000 and 12,000 homes with 1,500 to 2,000 in Phase 1 North of Newmarket Road. Cambridge East will be built at an average density of at least 50 dwellings per hectare across the urban quarter, but aiming to achieve an average net housing density in the order of 75 dwellings per hectare. The actual density will be decided having regard to a design-led approach which ensures a quality environment. The policy also requires approximately 50% of the housing to be in the various forms of Affordable Housing.

D5 Employment

28. Policy CE/11 provides for between 4,000 and 5,000 jobs (net), rather than allocating a specific hectareage in recognition that this will be a high-density development. This is to be located at the District and Local Centres. It sets out the requirements for selective employment appropriate in the Cambridge area which reflects that in the Core Strategy.

D6 Community Services and Facilities

29. This section includes a policy (CE/12) that Cambridge East requires a full range of community provided services and facilities and commercial services and facilities, appropriate for an urban quarter of 24,000 to 29,000 people, which will be funded in full either by the development or by taking a contribution from the development and maximising public and commercial funding from service and infrastructure providers. Such services will also take account of the adjacent areas of Cambridge City and neighbouring villages. They will need to be accessible and will normally be in either the District or Local Centres on a dedicated public transport route. The policy also addresses the need for public art to be provided through the development of a public art strategy. The specific requirements for Phase 1 North of Newmarket Road will need to be determined ahead of the remainder of the urban quarter, and an indicative, but not exhaustive list is included in the AAP.

D7 Transport

30. Policy CE/13 sets out the need for adequate highway infrastructure to be provided to serve the development, including the need for the A14 to be improved, where the development will access the existing road network, the need to mitigate the impact of traffic, the need to deal with orbital movements and the need to relocate the existing Park & Ride site.
31. Policy CE/13 sets out the requirements for High Quality Public Transport on dedicated routes, and the requirements for cycle, pedestrian and horse-riding

infrastructure. It is complemented by minimum cycle parking and maximum car parking standards which are detailed in Appendices to the AAP.

32. A more detailed policy (CE/15) sets out the requirements to serve the transport needs of Phase 1 North of Newmarket Road.

D8 Landscape

33. This section deals with the need to landscape the site of the development of Cambridge East. In Policy CE/16 it sets out the need for a landscape strategy, including a management strategy and the need for a strategy on construction spoil. It also identifies that water should be a defining feature in the landscape, that existing features such as the tree belts north of Newmarket Road should be retained, extended and enhanced. Policy CE/17 sets out the principles for Green Fingers to penetrate the development, the integration of the development with the existing edge of the City, the landscaping of the development and its open spaces, and the creation of an urban park on the existing Park & Ride site. Policy CE/18 then goes on to address how Cambridge East will be linked in landscape terms to the wider countryside.

D9 Biodiversity

34. Policies in this section, CE/19 – CE/21 aim at securing a net increase in biodiversity as a result of the development. This will be secured through a requirement for a full ecological survey of the site and for the developers to prepare a strategy for the protection and enhancement of biodiversity. It also incorporates policies from the Core Strategy dealing with these matters, primarily the protection of existing statutory designations. Specific proposals include the creation of appropriate habitats in the Green Corridor, Green Fingers and the Country Park. The policies provide for these green spaces to connect to the wider countryside to encourage wildlife to become part of the character of the town. Finally a biodiversity management plan will be required to maintain and fund biodiversity.

D10 Archaeology and Heritage

35. Policies for archaeology and heritage, CE/22 and CE/23 require a full survey of the site and the retention of key structures particularly those which portray the history of Cambridge Airport. Whilst there are no Ancient Monuments, a full archaeological survey is also required as part of the Core Strategy and any significant finds are to be excavated or retained in situ as appropriate.

D11 Recreation

36. The policies include a requirement that a strategy for formal sports provision be prepared for approval by the local planning authorities (CE/24). The requirements of the strategy will be funded by the development. A preliminary list of facilities is included. The main public indoor sports facility will be based at the secondary school to allow for dual use. More than one large outdoor sports area providing pitches, tennis courts etc will be located such that no home in Cambridge East is more than

1000m from such a facility which will also be located such as not to have an adverse impact on the character or amenity of the town or neighbouring villages.

34. An urban park is proposed on the site of the existing Park & Ride facility which will include some formal sports provision, as compatible with its landscape character, as well as include informal recreation.
35. The final part of the policy covers the phasing and management of provision.
36. Policy CE/25 deals with countryside recreation, including the development of a Country Park north of Teversham and linked to the Green Corridor and the requirement for a strategy setting out how Cambridge East will link to the wider countryside through footpaths, cycleways and bridleways. Links will be needed to the River Cam and the National Trust's extended vision for Wicken Fen.

D12 Land Drainage and Water Conservation

37. Policy CE/26 deals with land drainage, water conservation, foul drainage and sewage disposal. Provision will be made for a sustainable drainage system for surface water disposal comprising a series of underground cells and pipes and surface water channels feeding down to water holding features including a large permanent lake at the eastern end of the Green Corridor. Water will only be released into the surrounding water courses at a rate no greater than if the site was undeveloped. A criteria based policy is included for foul drainage requiring that sufficient sewage treatment capacity exists for all stage of development, that any receiving sewage treatment works has sufficient capacity to ensure that untreated sewage is not discharged into any watercourse and that treated water will not exacerbate flood risk in any receiving water courses. The policy has been drafted setting a target of at least a 25% reduction as a result of water conservation/efficiency measures compared to a development with no such measures. The policy concludes with seeking to ensure the most effective maintenance and management of all water bodies and water-courses.

D13 Telecommunications

38. Policy CE/27 deals with the importance of ensuring that infrastructure can respond to changes in technology over the period of the development. The development of an entirely new urban quarter provides the opportunity to ensure that all telecommunications infrastructure is designed and installed as an integral part of the development.

D14 Natural Environment

39. This section deals with energy, sustainable construction, noise, and air quality. In part it picks up policy matters set out in the Core Strategy which need to be set down in the AAP. Policy CE/28 requires the development to achieve a high level of energy efficiency and encourages developers to reduce the amount of CO₂ m² / year emitted by 10% compared to the minimum Building Regulation requirement when calculated by the Elemental Method in the current Building Regulations. This policy

also requires that 10% of the energy requirements of development be met by renewable technologies.

40. Policy CE/29 requires developers to use sustainable building methods and verifiably sustainable, locally sourced materials, including recycled materials, and include a Travel Plan to address the travel needs of labour during construction.
41. Policy CE/30 seeks to protect both existing and proposed developments from adverse noise impacts particularly in relation to Phase 1 north of Newmarket Road and impacts from the Airport and the engine testing bay, while CE/31 seeks similar protection for air quality.

D14 An Exemplar of Sustainability

42. This section in Policy CE/32 deals with the opportunities for Cambridge East to include projects which are exemplars of sustainable practice. This will involve building a proportion of the development using cutting edge technologies that fully address sustainability issues and minimise any environmental impact by pushing at the boundaries of the proven technology available at the time each exemplar project comes forward.

D15 Waste

43. Waste issues are dealt with by the County Council and the AAP cannot include policies for waste. The AAP highlights the policies in the Structure Plan and Waste Local Plan to ensure readers are aware of all parts of the development plan.

Part E: DELIVERING CAMBRIDGE EAST

E1 Phasing and Implementation

44. The Draft Area Action Plan includes a construction strategy whose objective is to minimise and mitigate the impact of the development including the principle of recycling construction waste within the site. Policy CE/33 seeks to control site accesses for construction vehicles and requires monitoring measures to ensure compliance. Storage compounds, plant and machinery will be located and contained to avoid any adverse impacts on existing and new residents and businesses. All developers will be required to be bound by the 'Considerate Contractors Scheme' which governs such matters as hours of working. A Spoil strategy is also required which relies upon a general raising of land levels.
45. Early delivery of strategic landscaping for the urban quarter is required by Policy CE/34 to provide a structure for development and to maintain its setting during the construction process.
46. Policy CE/35 sets out the requirement for management strategies for services, facilities, landscape and infrastructure. Landownership for these uses should be as simple as possible, preferably in a single ownership to void fragmentation. In particular, there should be a single agreed management strategy covering recreation, landscape and biodiversity

47. Phasing is dealt with in Policy CE/38 setting out the approach for any development north of Cherry Hinton in relation to the relocation of the airport activities.

E2 Planning Obligations

48. This section defines the guiding principle for the planning obligations package for Cambridge East albeit that funding from all sources will need to be maximised for such a significant scale of development. Policy CE/39 links their provision to the planning system. The section contains a list of the currently known services, facilities and infrastructure requirements and the strategies which will be needed in order for the list to be finalised before planning permission can be granted.

Financial Implications

49. The cost of progressing the LDF is set out in the Council's budget.

Legal Implications

50. The Planning and Compulsory Purchase Act 2004 imposes a statutory duty to prepare a Local Development Framework and to keep it up to date.

Staffing Implications

51. The programme for the LDF has been compiled having regard to the staffing resources that the Council can commit to planning policy preparation in the context of wider pressures for the early delivery of the development strategy set out in the Structure Plan.

Risk Management Implications

52. The AAP is a key Development Plan Document within the LDF. Given the imperative from the Regional Planning Guidance and the Structure Plan that an early start must be made on the increased rate of development in the Cambridge Sub-region, it is important that the District Council, as the plan-making authority, is able to ensure that development takes place consistent with the LDF. If the LDF is not in place at an early stage there is the risk of developments being determined by the development control and appeal process.

Consultations

55. The Preferred Options Reports that guided preparation of the draft documents have been the subject of extensive public participation.

Recommendations

56. Prior to final approval on 9th May 2005, Council is recommended to:

- a. authorise the emerging policy approach for the Cambridge East Area Action Plan to be subjected to independent sustainability/strategic environmental assessment; and
- b. delegate to the Planning Portfolio Holder any material changes resultant from further information and to the Director of Development Services authority to approve any minor editing changes.

Background Papers: the following background papers were used in the preparation of this report:

Core Strategy Preferred Options Report, SCDC, October 2004

Cambridge City Redeposit Draft Local Plan 2004

Cambridge East Area Action Plan, Preferred Options Report, SCDC/Cambridge City Council, October 2004.

Representations received in response to the above documents.

Agenda and Minutes of the meeting of the Council, 8th March 2005.

Agenda and draft Minutes of the meeting of the Cambridge East Joint Member Reference Group 21st February 2005.

Agenda of the meeting of the Cambridge East Joint Member Reference Group 5th April 2005.

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